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ABSTRACT

This personal account of a central office administrator's involvement in the Riverside (California) Unified School District's decentralization effort discusses the problems facing the rapidly growing district in the early 1960's, kinds of interventions required to break out of old attitudes toward schooling and school administration, and some conclusions that can be drawn from the history of the change effort. Among the problems faced were the financial requirements of growth; the presence of segregated, low-achievement schools; changing student attitudes; teacher militancy; developments in instructional technology; and changes in society and in education's role. Among the programs and practices adopted by the district were compensatory education efforts, budget decentralization, changes in inter- and intraschool organization, a language development program for 5-year-olds, employee involvement in contract design, creation of a research and evaluation office, a voluntary desegregation effort, creation of citizen advisory groups, an active staff renewal policy, and provisions for individual interpretation of centrally-mandated curricular plans. Maintenance of the program after the superintendent's retirement, widespread voter support, improved student achievement, and other indicators provide evidence of the program's success. (PGD)

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Decentralization of Decision Making In Riverside, California Some of the Why and the How from the Superintendent's Viewpoint

by

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Decentralization of Decision Making In Riverside, California
Some of the Why and the How from the Superintendent's Viewpoint

Riverside Unified School District seemed impossibly large, structured and cumbersome when I accepted the job of personnel director in 1960. I had been superintendent of Carpinteria, California, a small five-school unified system near Santa Barbara, for several years (1952-1960). I wasn't at all certain that my new venture into a larger city and district had been particularly wise once I was on the job and had begun to get acquainted with the hierarchy and typical bureaucracy.

At that time Riverside was a city district with 25 elementary schools, six junior highs, three high schools and a junior college. They housed a total of some 27,000 students. Moreover, the community was still growing rapidly after having nearly tripled in size following World War II.

I had opted to go to Riverside because it had an excellent reputation in the State (CA) and even in the nation as a strong, well-managed school system in a fine, middle class, "citrus" community. However, I had grown up in Southern California in smaller towns and my career as a teacher and beginning administrator was also in smaller districts.

I continued to be somewhat appalled at the sheer size of the task in Riverside, but, at the same time, was much intrigued and excited by it all. Within a year I was invited to be assistant superintendent of instruction and then, a year later, was made associate superintendent, directly responsible to the superintendent for administration of the curriculum, instruction and personnel divisions.

By this time I could at least find my way to all the schools and could call their chief administrators by name. I was becoming intensely aware that I could no longer watch the show as an outsider. If the district were going to serve the students and community at a high level, I had to be a prime mover.

As the tasks of the job and the district became more clear in my mind, the sheer scope and number seemed overwhelmingly formidable. Some of the more obvious included:

1. We had to continue to meet the intense growth problems which required regular approaches to the electorate to seek additional bonded indebtedness for new schools and new override tax rates to support the district's operations.
2. In spite of the district's commendable <u>averages</u> of student performance on standardized measures, it obviously had several elementary schools which did not do as well, and moreover, those schools were increasingly segregated and of lower socio-economic status families. In fact three of the schools were almost 100% defacto segregated, mostly Black and Hispanic heritages.

3. A few beginning signs of the student rebellions of the 60's were showing up in the high schools and the fist ripple of "The Pill" was being felt.

4. Teacher organizations were beginning to press for more of a word in salary and policy decisions. Changes in the state education code were giving more and more recognition to teacher rights and privileges, including firm due process right even through the three probationary years.

5. New findings about learning and teaching plus the accelerating explosions of knowledge generally and the emerging technological developments for handling information and communication seemed to strongly suggest that the traditional graded school fell drastically short of meeting all needs. As John Goodlad said, about that time, in meetings in the District associated with his IDEA research on change in schools, we were going to have to look at more than the 3R's. We would have to pay attention also to the 4 P's--peace, pollution, poverty and population.

6. It was becoming increasingly apparent, even in Riverside, that society was becoming so complex, so demanding that youngsters who failed to achieve enough basic skills and knowledge to participate effectively as citizens were going to be left out. We began to see that people who couldn't belong became "don't care" misfits who were more than just a detrement in our society. Perhaps for the first time in our

history, we were going to have to live up to our original founding father beliefs, namely that we couldn't have our democracy without educating everyone effectively--not just the 40 to 50 percent through high schools who seemed to fit our concepts of education.

7. Some of us were beginning to be aware that a new generation of young people were emerging who had never known a world without television, without war or threat thereof, without hunger. These were children who had watched assassinations and bloodly battles of war in living color as those events occurred. Moreover, their minds were not limited by pre-conceived notions of science, technology or even space.

All this and more, most of which has been hashed over in great depth in education circles in more recent years, posed an almost frightening dilemma then in the early 60's. I, in my role, was faced squarely with the question of how one leads changes in a highly complex organization--changes which might effectively deal with such issues.

There seemed to me to be two basic choices.

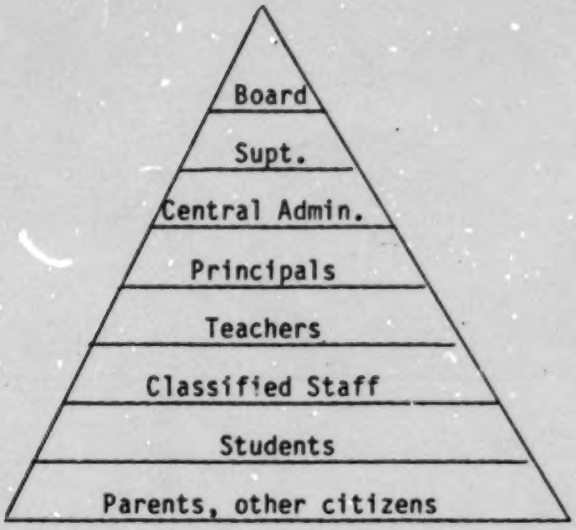
We could intensify the hierarchy with even stronger leaders who would spell out the tasks and monitor the performance. Or, we could reverse that approach by softening the hierarchy, placing more dependency and responsibility on a broader cross section of employees and other constituents and trying to meet the challenges with a not-quite-so-structured "people power."

The first option was never really considered as a logical choice. My conclusions were that such systems never had worked really well in any organization plus such methods did not fit my own personal inclinations about how leaders worked with people. Moreover, I felt that some rather massive interventions were needed to break the lockstep of the system and that just more of the old order would not do that. As I viewed the structure, education, by law, practice and custom, was geared to maintain status quo, not to change an adapt to new needs.

In Calfornia, this status quo mode was intensified by a mandatory Education Code system of four volumes encompassing some 33,000 controlling laws. This was further intensified by a two-house legislature with a strong propensity for improving education by passing even more laws at the rate of two to three hundred per year.

This inclination in California has been continued and even intensified each succeeding year. Also, this centralization impulse is compounded by constitutional amendments such as the tax reform initiative, Proposition 13, and by State Board policy and regulation actions resulting in a large Administrative Code on top of all the rest.

I viewed the typical organizational structure of school districts, including Riverside as follows:



Decision-making and communication was invariably from the top down. However, I believed that the model was further complicated by an ever-increasingly sophisticated organizational process. This process had been described to me at UCLA as being a part of a natural rebellion of anyone caught in the depressing, insulting structure of bureaucratic hierarchy. The basic ideas were credited to Chris Argyris of Yale.

As I saw it, part of such rebellion pushed employees and parents into organizing to fight back. Everyone of the levels in the model above had developed such organizations. Most had memberships at local, regional, state and national levels. The numbers were large, they were well-funded and they were developing strong, capable leadership.

All of the groups were seeking to change education at the local level according to their own precepts. The change methods usually

were by passage of laws, policies or other controls which were to be imposed on the school, although confrontation methods were also used at times. These changes included a vast span of ideas ranging all the way from minor equipment adaptations to such massive changes as collective bargaining (passed into law in 1975 in CA), and school desegregation-integration movements and requirements.

In addition, I felt that strong, aggressive, creative leaders were available who, given the opportunity, could foster and guide new directions in our schools. Also, they, in turn, would develop and motivate others, given the right conditions.

At that time, it seemed quite natural to me to go ahead and talk about changing the organization--to "decentralize" it. The concepts were presented both orally and in writing to the superintendent and the Board of Education. No real opposition was expressed so the ideas were carried further to administrators at all levels and to others in the District and community. Policy and regulation commitments began to emerge. We had approval and support from the top.

Looking back on it now and realizing what a massive change process was actually being gotten underway, I have to think that I acted with both naivete and maybe a touch of arrogance. Hundreds, even thousands of people were to be both directly and indirectly affected. A school system and community were to be caused to veer in new directions--to change very significantly, even dramatically.

I'm surprised now that it all went as smoothly as it did, although at the time the path seemed most rocky on occasion.

Much of the detail of procedure, incidents, timeline, et al. are clearly presented in Dorothy Wissler's Ph.D. dissertation, Decentralization of Decision-making in Riverside Unified School District, June, 1984 at Univeristy of California, Riverside. For the purposes of this statement a brief outline of some of the major intervention that were promoted or which developed otherwise seems appropriate, because these undertakings had major impact on district re-direction. Unfortunately, briefness carries with it the danger that lists and outlines leave out the essence of the entire effort.

At the beginning, in 1962 and soon thereafter, these ideas were only partially developed and communicated. The belief that the centralizing trend had to be reversed seemed almost instinctive on my part as I began to help the system reach for programs and practices which would function as interventions or disruptions.

Included in the interventions were:

1. Development of compensatory education efforts aimed at trying to overcome performance lags--especially those of lower socio-economic status students. Included in the methods were staffing changes among teachers and principals; placing library-media centers in every elementary school; opening some boundaries between schools to voluntary transfer, improving equipment and materials.
2. Decentralizing budgeting so that more individual school program

planning could be developed. Competition between schools emerged as a part of this as school staffs and constituents sought to become eligible for more dollars per child in sound planning of project for program improvement. Conformity to district curricula and methodology softened.

3. A change from the 6-3-3 system featuring junior highs which had begun in 1928 was initiated. A 6-2-4 system emerged. New plants for both high schools and intermediate schools were built, partly because of growth and earthquake laws but partly because of the changed patterns. The new levels forced an intensive review and re-definition of adolescent education and accompanying programs and staffing.

4. A set of twenty (20) language development books for kindergarten children were conceived, written and published by selected teachers and aides with district support. These were aimed at vocabulary gaps and variances in 5-year olds so that children could begin their school experience on more equal footing and at a higher stage of readiness. The books were published annually so that each year each child could become proud owner of each book as he or she consumed it. The process was designed to pull together the language development methods of the teachers who had been trained in widely-divergent institutions and also to pull families into participating in their child's growth at a time when they would be most motivated to do so.

5. Representatives of employee groups were invited to help rewrite

policies and regulations pertaining to rights and privileges. This was in 1961-62 and each year thereafter. Bargaining in California became law in 1975. These initial efforts became guides for the statewide association and they were the foundation, almost word for word, for bargained contracts a decade later in Riverside.

6. A large, competent research and evaluation office was developed under the direction of a trained leader who was directly responsible to the superintendent. The district leadership plus school staffs and the community had to know, on an on-going basis, how each of the district programs was doing. Participation in decision-making on both new and long-term programs required such information if the processes were to have integrity and impact. This research facility ranked with the largest and most competent among the cities in California and thus reuqired a major support commitment from the school board and district.

7. Perhaps the largest, single intervention of these years was the voluntary desegregation-integration effort beginning in 1965. This was not without trauma and confrontation but it still was voluntary on the part of the board. No court action imposed the decision. Riverside was the first city of size in the nation to make such a move. The story has been researched and reported in depth elsewhere. Also, both the reasons and the process are too complex and lengthy to report here. Suffice it to say that

the primary motivation stemmed from earlier district efforts to find a way to truly offer to every family real equal opportunity to become educated. In so doing we soon realized that the entire school system and even the community had to change drastically--that old methods and resources were inadequate. Fortunately this need fit right in with decentralization, because the goals and methods were the same.

6. Another of the largest intervention changes which, in my opinion, ranked with integration in impact but which was far less visible, was the cluster system. This was a form of area organization aimed at improving communication and decision-making through more intense involvement of school site people, including non-employees. The idea was that there are too many layers in the typical bureaucratic hierarchy. These layers seriously hampered most two-way communication and involvement between top management and school site staff below the level of principal. Consequently, we created area clusters by forming groups made up of all schools associated with each middle school in the district. There were five of them. Each cluster included 5 to 7 elementaries, the middle school and a high school.

Again, the detail and complexities are too numerous for presentation here, and they've been very adequately presented in Wissler's dissertation. However without doubt, the clusters, which flattened out the hierarchy and which opened very direct communication and decision-making between the superintendent and

teachers, were the last major step in putting decentralization into place.

9. The cluster included a requirement that each principal and each school have an active, viable citizen advisory group. Not only were these groups to be regular, strong participants in what went on at school level, but they were to have direct access and a voice in district operations. The chairpersons and principals attended a meeting each month in which the superintendent and board members presented and discussed district level matters. These were not public relations type session. The agendas were prepared by a steering committee, and they were invariably meaty, which, in turn, elicited open, frank discussion, communication and problem solving. Out of such exchanges came the understanding and eventually the support that the system required in order to be able to pursue its goals.

10. All these activities and many more became major factors in another evolving change which was vital to the ultimate accomplishment of decentralization and movement toward higher levels of excellence. During the ten years of my superintendency (1968-78) every management job in the district changed either by having the role itself changed or by replacing the person in that role. It was not as negative or disruptive as the statement sounds. Most of the changes were based on promotions, retirements or new direction. People moving into new assignments brought vigor, enthusiasm and strength, and that new dynamism seemed to be transmitted throughout the system.

11. As openness of decision-making and program leadership emerged and focused more and more at school sites, two somewhat conflicting developments became apparent. This had been anticipated. First, an attitude grew in the schools that "it's O.K. to be different. We can do our own thing if we can prove it works." New projects and programs got underway and the enthusiasm that goes with creating could be felt. However, this led to the second development which, as had been anticipated, required some district-wide action. Curriculum and instructional methods were in danger of becoming too fragmented. Too many satellites were being launched. We then had to face the need of building a solid, sequential, basic program for all schools and grades which still allowed for creativity, a high level of site leadership and flexibility to serve neighborhood and child needs but which still met requirements for district unity, good scope and sequence and recent, proven methodology. All this led to the emergence of kindergarten language development books, a K-8 scope and sequence outline for all disciplines, and the beginnings of the Riverside Instructional Support System (known as RISS). This latter was a major undertaking which sought to involve all elementary and middle school teachers and administrators in the creation of diagnostic methods and instructional techniques which actually personalized instruction for every child. Teachers and principals were to build a system which identified each child's place in the huge spectrum of basic learnings and then adapted

time, space, materials and methods to insure mastery. The parents were to be involved by keeping them specifically informed as to progress and how they could help. If the seemingly apparent achievements of the children of the district are indeed accurate, credit can probably be attributed to these efforts--at least in part.

All of these interventions, plus the dozens more of programs, incidents and developments which emerged either by intention or as a natural process have suggested to some persons, who have observed it that the organizational procedures must have been inefficient and risky. That such looseness must inevitably be weak and spotty in terms of organizational achievement and accomplishment of objectives seems apparent to that type of observer.

Such does not seem to be the case. First of all the "openness" described in the Wissler study and perhaps suggested herein was never a casualness about common sense, efficiency and good management.

In fact the entire purpose of the re-organization effort was to promote much higher performance levels in all facets of each child's education, and if such achievement did not emerge the changes were to be modified or stopped. That was built into the process via the evaluation system.

However, as was quickly learned through all the measures and studies, schools and school systems are complex, the variables are many, and time for change and growth cannot be condensed much.

Nevertheless, a number of overall conclusions are emerging which can be pointed to as strong signals denoting significant accomplishment.

A simple listing will have to suffice here. These need further study and definition.

1. Major elements of the decentralization organization are still in place six years after the superintendent, who started it all, retired from the system and two successors were hired. The first successor was from outside the system. He remained 5 years. The second was the former associate superintendent.
2. From the very beginning in 1960, every member of the board of education who chose to run for re-election, (4-year terms) and most did so choose, were re-elected although each office was contested each time.
3. Major bond issues and tax overrides were approved by local voters all through the years under discussion (1960-78). In fact, Riverside passed a major tax override in 1978 only a few months before the rest of the state accepted Proposition 13 which centralized funding at state level and effectively stopped local issues.
4. The schools have remained fully integrated since the initial desegregation in 1965 at all grade levels and in every classroom even though the ratio of minority to majority has approximately doubled to about 43% in the intervening years. This suggests continued district commitment with community support.
5. Every elementary school in the district (24) on the most recent

measures in Reading, Mathematics and auditory on the Stanford Acheivement Test (1984) have scores in the 6, 7, 8 and 9th stanines in the first three grades. Scores on the Stanford Early School Achievement Test at the end of kindergarten have been at the 90 percentile and above for the District for the last decade. District scores at all grades and by individual school are at the 5th stanine and up on the skills measures, yet the available measured aptitude of the children are almost exactly at national averages or even slightly under. Such accomplishment cannot be treated causally. According to Dr. Irving Balow, Dean of the School of Education, University of California, Riverside and senior author of the Metropolitan Achievement Test, such patterns are completely atypical of cities like Riverside. None of the schools of the district fall below average on nationally normed achievement tests on virtually every measure at all grade levels. Fourteen of the schools are at 6th to 9th stanines on basic skills measures through the 8th grade. This places these schools among the higher achieving of the nation.

6. These performances are further verified by other indicators. For instance, during the past five years almost $2,000,000 have been awarded in scholarships of all kinds to 1773 graduates. Twenty four plus percent of those were of minority heritage. The recipients are attending virtually every college and university in the state and country including the most prestigious. Approximately 80% of the high school graduates attend some form

of college education and 40% of those graduate from 4-year college programs. The retention rate of each age group through high school significantly exceeds national averages. Currently 82% of each age group finishes high school. This record is all the more impressive when it is recognized that almost half of each graduating class has been in Riverside schools four yuears or less because of the highly mobile society of Southern California.

7. The breadth and depth of the programs of the District are verified by such measures as awards in athletics, music and other fine arts. Athletic awards are too numerous to outline easily herein. A quick sketch of one high school alone will illustrate the point that performance and community support and commitment parallel the academic performance:

In past 5 years:

12 first place CIF Championship (Calif. Interscholastic Federation)

8 2nd Place CIF

3 3rd Place CIF

3 State Championships

1 Southern California Championship

Individual:

1 Football All American

10 All CIF Football

1 Basketball All American, boys

2 All CIF basketball, boys

21 All American Water Polo, boys

2 All American Swimming, boys

2 4-yr. All American Swimming girls

1 3-yr. All American Swimming, girls

1 2-yr. All American Swimming, plus
'80 & '84 Olympics - girls

1 2-yr. All American - girls

2 1-yr. All American - girls

1-4-yr. All American basketball, girls plus
U.S. Olympics player gold medal, 1984

7 All CIF 1 yr. - girls

1 All CIF 4 yrs. - girls

In addition, major titles and achievement in tennis, baseball and track.

All this is duplicated in various ways in the other 4 high schools and many of the athletes enjoy major scholarships and pro-careers across the country.

Again, all the races and socio-economic levels are fully represented. Perhaps athletic achievements should be placed far down the list when measuring performance of a school system. Nevertheless, such high levels of awards, when added on to all other types of successes, are indicators of unusual striving for excellence on the part of students, families and faculty.

8. An interesting associated achievement of the last decade has been

the emergence of outstanding school bands at middle school and high school. Riverside annually hosts a major Southern California band contest, and its schools score top awards regularly. A Riverside school (North) represented California in the New York Macy's parade 2 years ago and last year represented Riverside in the Tournament of Roses (1983-1984).

Superior performances are also standard practice in orchestra, drama, painting, ceramics and other fine arts as measured by juried awards in local and area shows.

9. Formal collective bargaining under California law began in 1975. The impact and status of employee-employer relations is another indicator of how the Riverside decentralized organization influenced working relations. A very recent report (Feb. 28, 1985) on the Negotiations History of the District by the assistant superintendent of personnel to the superintendent lends credence to this point:

> "...Although union power had been greatly increased, the District adhered to two earlier decisions. The first was that the practice of participatory management should be continued within the district structure despite the new and greater power of the unions. The second was that the district's chief spokesperson at the bargaining table would continue to be a district manager rather than an outside expert. The actual use of labor counsel as chief spokesperson was reserved for mediation sessions after a declaration of impasse, and used then only if it appeared a change of persons in the role would enhance the likelihood of a settlement.
>
> It was also necessary to develop a philosophy of bargaining. This was done by trying to express at the table what had long been the attitude of the governing board: 1) All employees are respected, valued, and to be treated courteously. 2) Employees should be paid

salaries and benefits as nearly equal to those paid in similar districts as district revenues allow. 3) The primary mission of the district is to provide its students with a good instructional program. 4) The district shall be fiscally prudent in its management. 5) The power to manage the district's affairs shall not be surrendered at the bargaining table."

"These positions have not changed in the ten years collective bargaining has existed. The person appointed chief spokesperson for the district remains in that role. The original labor counsel remains in that role. In the same period of time the CTA local has had four different executive directors, and the SCEA has had five different field representatives to lead negotiations. There have been three major rounds of negotiations. Each round has resulted in long term contracts for each unit, usually with annual reopeners on salary and fringe benefits. In ten years no school time has been lost through any form of work stoppage. Only once was a strike considered despite some very hard bargaining between the parties at every negotiation."

* * *

"Despite all the pressures against it, RUSD has enjoyed labor peace. I believe this can be attributed to the following factors:

1. The economy of Riverside has experienced neither boom nor bust.

2. BOE leadership and philosophy have been essentially conservative and relatively unchanging despite changes in membership.

3. The three superintendents who have held office since the advent of bargaining have been pragmatic in their approach to bargaining and remarkably committed to shared decision-making, acceptance of public input, and insistent upon open evaluation of district programs.

4. The stability of personnel in RUSD and their tendency to live inside the district has created a body of employees who want not only good working conditions, but good schools for their own children. In addition, long service personnel get to know each other--even like each other, and dislike going to war against each other.

5. Negotiations have always been treated seriously. Contracts are carefully drawn and scrupulously kept. Grievance procedures are used to solve problems of contract administration. Due process is a standard practice.

6. District managers are taught to deal with each employee as a valued individual and to route union contacts to the office created to handle these.

7. The District continues to work with employees at all levels through its own committee and cluster structure on curriculum, textbooks, and in-service training. This has provided continuing working contacts between the bargaining unit members and top management in the arena in which union power is most limited, and in which the primary mission of the school system is advanced."

10. Perhaps the best indicator of the on-going viability of the Riverside decentralization effort is another recent report emerging from the district (August, 1984). This one was written by the current superintendent, Mr. George Lantz, to all personnel designated as managers. This is six years after the retirement of the superintendent who initiated the program.

I. A REVIEW OF THE RIVERSIDE UNIFIED SCHOOL DISTRICT MANAGEMENT SYSTEM

The Riverside Unified School District has developed a Participative Management System to bring measurable improvement of learning with existent resources. The Riverside Management System places educational decision making as close to the learner as practical through the involvement of teachers, principals, students, parents, and support staff at both the school and the district levels. These representatives, with an awareness of the district's broad goals, will have the authority, responsibility, and resources to establish school objectives and district and school delivery systems and to evaluate programs which reflect the needs of the community.

The management process is oriented toward the student, and the process has as its basis the identification of learner needs as related to knowledge, society, technology, and child development. Provision has been made for a system of periodic renewal because the needs of society and technological knowhow are in a constant state of change. To help ensure efficiency and effectiveness, change is based on needs assessment, thorough planning, careful implementation, and meticulous and objective evaluation. In addition, the management system approach is one which utilizes continuous planning for change and improvement.

In order to implement the Riverside Participative Management System, the following three basic criteria were accepted by the Board of Education and members of the Management Team.

A. Tolerance for Diversity - the realization that goals and objectives may be reached through various means.

B. Respect for Competencies of Participants - The focus is upon arriving at various ways to reduce learning problems of students by involvement of teacher, principals, staff, and parents. The competency of all

participants is enhanced as a natural consequence of the knowledge and skills gained in the problem-solving process. As a facilitator of learning, rather than a dispenser of knowledge, the teachers' growth is measured in terms of relevant changes in students.

C. Confidence in Others to Make Decisions - The system requires confidence in individuals to make appropriate decisions.

II. PHILOSOPHY OF THE MANAGEMENT SYSTEM

The managerial philosphy of the Riverside Unified School District encompasses the following propositions:

A. The organizational pattern must facilitate rather than restrict interaction within the organization.

B. The primary emphasis shall be placed upon the achievement of objectives--objectives expressed as desired outcomes or end results.

C. The district's human resources must be fully mobilized toward achievement of performance objectives. The effectiveness and achievement of results need not be, in fact cannot be, at the expense of dignity of individuals in the organization. The function of management is to provide individuals with significant and challenging roles that maximize productivity in accomplishing the aims of the organization. At the same time, the roles should produce desirable working relations and be satisfying to the individual.

D. Each employee in the organization is entitled to:

1. A clear understanding of the objectives of the organization and of the division and departmentl unit of which he is a member.

2. Clearly defined, realistic, yet challenging objectives for which he, as an individual, is responsible and accountable for producing. School administrators, teachers and classified staff alike are responsible for their performance, and it is in their interest, as well as in the interest of our community and its students, that they be held accountable.

3. Resources adequate to meet objectives and as much

freedom as possible to seek and use the most effective ways to produce results.

4. Only one evaluator--there should be many places and persons from which an individual can seek advice, guidance, and assistance, but no one other than the evaluator should normally have the authority to direct, veto, or evaluate performance. It is incumbent on the evaluator to seek input from appropriate personnel prior to final evaluation.

5. Frequent and objective assessments of the degree to which objectives are being achieved.

E. Participative management within delegated levels of responsibilities is to be practiced throughout the organization. In participative management, a decision should always be made at a level ensuring that all activities and objectives affected are fully considered. Participative management also means:

1. Before making a decision which will directly affect an individual, that individual is entitled to be heard as to what he thinks the decision should be and how he perceives the effect of the deicison.

2. After such a decision is made, the individual is entitled to an explanation of the reasons for the decision. (Participative Management should not be confused with various forms of abdicating responsiblity for making decisions, e.g., permitting decisions to be made by majority vote, by consensus, or by committee.)

There will be occasions when members of the organization may not participate in the decision-making process or agree with the decisions; however, once the decision is made, members of the organization are expected to be supportive.

F. Individuals have different abilities and capacities for growth; each individual should be encouragaed to accept responsibilities and achieve to his greatest potential. The organization should avoid imposing general rules and regulations tend to be designed with the least competent individuals in mind, and uniform application of those rules will tend to force all individuals to perform uniformly at the lowest common level of competence.

G. Channels of communication should be kept as free and

> open as possible. Any person in any part and at any level of the organization should be encouraged to go directly to any other part of person in the organization for information or assistance needed to perform this job. "Going through channels," in the restrictive sense, is applicable only to situations involving specific direction, approval, or veto.

Conclusion:

Not all the details of Lantz's management system are duplicates or exact parallels of the original model as reported by Wissler. Nor should they be. Different personalities, and economic circumstances along with new laws plus changes in education and society dictate necessary adjustments. However, the basic principles of the "Triple I" model--Intentional, Inclusive Incremental--as defined by Wissler seem to be firmly in place and functioning well.

Perhaps it is a form of organizational structure which can be taught, learned and transported. Perhaps we even could go so far as to suggest that this model, or elements thereof, could supply the missing, vital feature of all the major reports on education of the last few years.

Those reports, in varying degrees, provide vital clarification of WHERE education in the USA ought to be going.

None say HOW. Without the HOW, we aren't going anywhere with anything like the necessary speed.